

COAST DAYLIGHT IMPLEMENTATION PLAN

A Plan for New Train Service between Downtown San Francisco and Downtown Los Angeles



Prepared for
Coast Rail Coordinating Council

Contributing and Supporting Agencies:
Transportation Agency of Monterey County
San Luis Obispo Council of Governments
Santa Barbara County Association of Governments
Ventura County Transportation Commission
Los Angeles County Metropolitan Transportation Authority
Santa Cruz County Regional Transportation Commission
Caltrans Rail Program

Plan Supporter:
Amtrak West

Prepared by



WILBUR SMITH ASSOCIATES

June 30, 2000

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TABLE OF CONTENTS

Chapter 1 Project Overview

Introduction.....	1-1
Service Purpose, Vision and Operating Plan.....	1-1
Financial Assessment	1-2
Environmental Assessment	1-3
Operating Agreements.....	1-3
Public Input	1-4
Recommendation and Next Steps	1-4

Chapter 2 Service Purpose, Vision and Operating Plan

Introduction.....	2-1
The Coast Line	2-1
Service Purpose.....	2-4
Vision for the Service.....	2-4
Station Stops.....	2-5
Connections	2-6
Schedule	2-7
Equipment	2-9
Food and Beverage Service.....	2-10
Start-up Goal.....	2-11

Chapter 3 Financial Plan

Introduction.....	3-1
Revenue and Operating Costs.....	3-1
Required Subsidy and Farebox Recovery.....	3-6
Comparisons with Other State-sponsored Intercity Rail Passenger Services	3-7
Capital Improvements.....	3-7
Equipment Cost.....	3-9

Chapter 4 Environmental Issues

Introduction.....	4-1
CEQA Compliance.....	4-1
King City Platform and Station.....	4-2
Pajaro Platform and Station.....	4-2
Gilroy Platform.....	4-3
San Jose.....	4-4
San Francisco	4-4

Cultural Resource Study Requirements	4-4
Biological Resources Study Requirements	4-5
Noise Study Requirements.....	4-6
Hazardous Materials Study Requirements	4-6
Land Use, Visual Resources, & Growth Inducement Study Requirements.....	4-6
Traffic and Parking Study Requirements.....	4-7
Conclusion and Recommendations	4-7

Chapter 5 Operating Agreements

Introduction.....	5-1
Caltrans.....	5-1
Amtrak.....	5-2
Peninsula Corridor Joint Powers Board (Caltrain).....	5-3
Union Pacific.....	5-3
Southern California Regional Rail Authority (Metrolink).....	5-4
Local Agencies.....	5-4

Chapter 6 Public Input

Introduction.....	6-1
Public Input	6-1

Chapter 7 Recommendation and Next Steps

Recommendation.....	7-1
Next Steps	7-2

Figure

Figure 1 follows	2-6
Figure 2	2-8

Chapter 1

PROJECT OVERVIEW

INTRODUCTION

The Coast Daylight Implementation Plan represents the efforts of the Coast Rail Coordinating Council (CRCC) to increase passenger service on the Coast Route. The route has service now, provided by the Coast Starlight and San Diegan trains. The Starlight runs through the length of the corridor from San Jose to Los Angeles. There is one northbound train and one southbound train daily. The San Diegans (now transitioning to a new name, “Surfliners”) serve San Luis Obispo from the south. Like the Coast Starlight, there is one Surfliner a day in each direction. No Surfliners operate north of San Luis Obispo.

The purpose of this document is to outline an implementation plan for the Coast Daylight. Start-up is scheduled for late 2001. While the timeline is tight, it is achievable, but only with goodwill and best efforts of all the stakeholders involved toward the common goal of a new intercity rail service between San Francisco and Los Angeles.

This implementation plan consists of the following elements:

- The purpose, vision, and operating plan for the Daylight start-up;
- A financial plan covering the first three years of operation;
- What is needed in terms of operating agreements between the operators and the right-of-way (ROW) owners or their representatives;
- Feedback on the operating plan from communities to be served by the Coast Daylight; and
- A description of next steps required to implement the vision of the Coast Daylight.

SERVICE PURPOSE, VISION AND OPERATING PLAN

Purpose

The purpose of the Coast Daylight will be three-fold. First, it will reestablish intercity passenger service between downtown San Francisco and downtown Los Angeles for the first time in 30 years. Second, it will better link the major population, cultural and commercial centers of Northern and Southern California. Third, it will bridge a major gap in the California rail passenger program by increasing intercity passenger service north of San Luis Obispo and the San Francisco Bay Area by 100 percent. Only Amtrak’s Coast Starlight travels north of San Luis Obispo at the present time.

Vision

In practical terms, the Coast Daylight will be a daily service, with trains leaving each terminal before 8 a.m. and arriving at their destination around 7 p.m. It will operate on the Peninsula

Corridor Joint Powers Board (Caltrain) trackage between San Francisco and San Jose, on the Union Pacific Railroad between San Jose and Moorpark, and on Southern California Regional Rail Authority (Metrolink) controlled trackage between Moorpark and Los Angeles Union Station (LAUS).

The Daylight will supplement the two existing intercity services operated by Amtrak on the Coast Line (the term applied to the rail route between San Jose and Los Angeles). These services are the Coast Starlight, which runs daily between Seattle and Los Angeles via Oakland and San Jose, and the Surfliners, which run daily between San Luis Obispo and San Diego via Los Angeles. As a result, the Daylight will make all Starlight station stops and the principal Surfliner stops. It will also serve several stations that have no intercity rail service now. In all, the Daylight will make 21 stops on its 474-mile journey each day.

Start-up is scheduled for October 1, 2001. Surfliner equipment has been identified for the start-up. These cars are bi-level rail cars similar in design to the existing California Cars in service now on the Capitol and San Joaquin intercity services, and on some current Surfliner schedules. The Daylight will offer an enhanced snack bar service (to include “gourmet” box lunches and other tray meals) to passengers. It is assumed that no capital improvements for expanded capacity on any route segment will be required prior start-up. The State of California will sponsor the train, and Amtrak will be the service operator.

Operating Plan

In order to provide for a successful implementation, the vision must be translated into a specific operating plan, which identifies the schedules, rolling stock requirements, station improvements, on-board services, and the operating agreements with the right-of-way (ROW) owners or their representatives – Caltrain for San Francisco to San Jose, UP for San Jose to Moorpark, and Metrolink for Moorpark to Los Angeles Union Station. The discussion of these operating plan elements appears in Chapter 2.

FINANCIAL ASSESSMENT

The financial assessment includes an estimate of ridership and revenues, as well as of operating costs. Ridership and revenue figures were developed as part of Amtrak’s ongoing Strategic Plan for California. For the 2001-02 start-up year, Amtrak estimated that there would be about 216,000 riders, generating about \$7 million in revenue and \$12 million in operating costs. The Daylight will also be subject to a charge from Amtrak of about \$1.6 million for ridership and revenue diverted from the Amtrak’s Coast Starlight service. Accounting for this diversion charge, the Coast Daylight’s first year required subsidy will be \$6.5 million, and its farebox recovery ratio (the proportion of operating costs covered by revenues) will be about 45 percent – a level comparable with other state-sponsored intercity services.

State sponsorship of the Daylight means that the Caltrans Rail Program will be responsible for covering the operating costs that exceed revenues generated through ticket sales and on-board services. Operating costs include such items as Amtrak’s labor for operating the train, fuel, cost for supplies, maintenance of equipment, user fees payable to the ROW owners, and leases for

space in Caltrain's San Francisco Depot for overnight storage and servicing. These costs were calculated using Amtrak's internal cost accounting systems. It is assumed that the service will bear no capital costs for main line capacity enhancements or terminal improvements for start-up; however, several projects between Santa Barbara and San Luis Obispo are already programmed which will facilitate operations. It is also assumed that rolling stock – locomotives and cars – will be deployed from the existing state-owned equipment fleet or already proposed state fleet additions. The Daylight's Financial Plan appears as Chapter 3.

ENVIRONMENTAL ASSESSMENT

As part of the implementation plan, a Preliminary Environmental Assessment Report (PEAR) was prepared. The intent of the PEAR is to assess issues of environmental concern that could help guide the development of the Implementation Plan to avoid or minimize adverse effects to the human or natural environment. However, as implementation consists of just one train northbound and another southbound daily, with no capital improvements to the route envisioned prior to start-up, anticipated impacts would appear to be slight. From an environmental clearance perspective, there appear to be no constraints to operating the Coast Daylight service by October 1, 2001. The PEAR findings appear as Chapter 4.

OPERATING AGREEMENTS

Implementation of the Coast Daylight will require new or amended Amtrak operating agreements with the three ROW owners or their representatives. These are the Peninsula Corridor Joint Powers Board (PCJPB), which operates the Caltrain commuter service; UP, which operates freight service on the route; and the Southern California Regional Rail Authority (SCRRA)¹, which operates the Metrolink commuter service. These negotiations are underway. Issues to be covered in the agreements are:

- Terms and conditions for the use of Caltrain's San Francisco facility, and other Caltrain peninsula stations;
- Terms and conditions for use of Caltrain trackage between San Francisco and San Jose;
- Terms and conditions for use of UP trackage between San Jose and Moorpark;
- Terms and conditions for use of Metrolink controlled trackage between Moorpark and Los Angeles; and
- Terms and conditions for use of facilities at Los Angeles Union Station.

While Amtrak has the right, granted by Congress in 1971, to run intercity passenger rail service on virtually all rail lines in the United States, its use of these lines, and of attendant facilities such as stations and maintenance yards, must be negotiated with the underlying property owners.

¹ SCRRA is the beneficial user of the southern portion of the Coast Line to Union Station from Moorpark. The track between Moorpark and Burbank Junction is half owned by UP on the one hand and Los Angeles and Ventura Counties on the other. Track between Burbank Junction and Los Angeles Union Station (LAUS) is owned by Los Angeles County entirely. Operating agreements for Coast Daylight service on the Moorpark to LAUS segment would be negotiated with SCRRA, which controls and maintains the route segment.

Both Amtrak and Caltrans have participated in development of this Implementation Plan, and are aware of the issues that need to be addressed by the operating agreements. The discussion of operating agreement details appears in Chapter 5.

PUBLIC INPUT

In the spring of this year, the CRCC consultants presented the Daylight Implementation Plan to various agencies representing communities along the Daylight's route. Presentations were given to the following agencies:

- Santa Barbara County Association of Governments
- Transportation Agency of Monterey
- Santa Cruz County Regional Transportation Commission
- Ventura County Transportation Commission
- San Luis Obispo Council of Governments

The agencies suggested various comments and posed numerous questions on the Implementation Plan, and two agencies passed resolutions of support for the service. The discussion of the agency comments and questions, and descriptions of agency resolutions, appear in Chapter 6.

RECOMMENDATION AND NEXT STEPS

At this point, there appear to be no fatal flaws with regard to the start-up of the Daylight by October 1, 2001. However, the shortness of the timeline is striking. Much remains to be done. A recommendation for key next steps, which are discussed further in Chapter 7, includes the following:

Secure Equipment and Funding

To this point, Surfliner equipment has not been secured for the service, nor has any other equipment. Securing the rolling stock for the service is a role that Caltrans, as the funding agency, is most appropriate to fulfill. It is noted that Caltrans has included an operating subsidy for the Daylight in its multi-year fund estimate. Also, Caltrans has proposed that funds for the operations of the Daylight appear in the Fiscal Year 2001-02 State Budget to permit the full implementation of the service in October 2001. Caltrans needs to secure these funds for 2001-2002 and for subsequent years as well.

Negotiate Operating Agreements

This role belongs jointly to Amtrak, as the future service operator, and Caltrans, as the future service sponsor. Caltrans has already authorized Amtrak to commence negotiations with the right-of-way owners or their representatives. These negotiations are ongoing.

Lobby Effort to Maintain Urgency

As the initiator of this project, CRCC is the most appropriate entity to fulfill this essential role. The role is essential because of the strikingly short timeline for the project. The CRCC's efforts

should focus on helping Caltrans secure Surfliner equipment and funding – two of the critical path elements needed to allow the Daylight’s implementation in less than a year and a half. The lobby effort could include the participation of the CRCC legislative representation in Sacramento working with the Governor’s office and other legislators to move the project from concept to reality by October 2001.

Chapter 2

SERVICE PURPOSE, VISION AND OPERATING PLAN

INTRODUCTION

This chapter discusses the purpose for the Coast Daylight, which will be the first intercity train operating between San Francisco and Los Angeles since 1971. The vision of the Daylight will consist of state-of-the-art Surfliner equipment operating on a schedule competitive with the Coast Starlight, the existing intercity passenger train with which it will share a route of over 400 miles of the Coast Line between San Jose and Los Angeles. Lastly, the Daylight's operating plan is detailed, citing the specifics of a schedule, equipment, facilities and operating agreements required to implement this train by October 2001.

THE COAST LINE

Historic Perspective

The former Southern Pacific's Coast Line between San Francisco and Los Angeles was the primary passenger rail transportation route between Northern and Southern California, serving as the main transportation artery until the advent of interstate highways and jet aircraft in the 1950s. The line provided several round trips per day, including both daytime runs and overnight sleeping car services. The "premier" service was the Coast Daylight, introduced in the late 1930s as a deluxe, streamlined coach train with a schedule of less than 10 hours between San Francisco and Los Angeles. Passenger traffic declined after the completion of interstate highways that brought driving times faster than the rail service, and the advent of price-competitive air service in the corridor. Passenger service was cut back until only one daily round trip remained in 1971, when Amtrak assumed the operation of all intercity passenger rail service.

The Amtrak Era

Amtrak combined the Coast Daylight service with the overnight Cascade between Oakland and Portland/Seattle to provide through service, named the Coast Starlight, between Seattle and Los Angeles via Oakland and San Jose. Passengers for San Francisco used a connecting bus to and from the train at Oakland. New bi-level equipment was introduced on the route in 1981, helping to strengthen the market for rail travel. During peak travel periods, the train operates at capacity and passengers are turned away. In early 1980s, Amtrak operated a state-sponsored overnight round trip (the Spirit of California) between Sacramento and Los Angeles via the Coast Line, but the service was discontinued as an economy move by incoming Governor Deukmejian in 1983.

California Corridors

When Amtrak commenced passenger service, there were only three round trips operating between Los Angeles and San Diego. In subsequent years, with financial assistance from Caltrans, additional frequencies were added, and some trains were extended north of Los

Angeles to Santa Barbara and San Luis Obispo¹. Upon delivery of new equipment in the spring of 2000, the San Diegan service was renamed as Surfliner service. The rapidly growing Capitol Corridor service commenced in 1991 serving Sacramento, Oakland, and San Jose². Dedicated bus connections are provided that extend both Surfliner and Capitol travel markets into the Salinas Valley and the Monterey Peninsula. One round trip bus route connects Capitol trains to stations as far south as Santa Barbara.

The resurgence of rail as a competitive travel mode over these corridor segments³ has sparked interest among coastal communities for additional through service, including direct train service into San Francisco. The Coast Rail Coordinating Council (CRCC), an organization representing counties along the Coast Line, was formed specifically to promote the development of added rail service. As the lead agency for the CRCC, the San Luis Obispo Council of Governments, conducted studies as early as 1992⁴ that demonstrated local interest and market potential. As a result of these initiatives, San Diegan (now Surfliner) service was extended to San Luis Obispo, and the concept of a new San Francisco – Los Angeles train was incorporated into both Amtrak's and Caltrans' long range plans.

Railroad Ownership

The southernmost portion of the Coast Line, 47.5 miles from Los Angeles to Moorpark, has mixed ownership. The segment between Moorpark and Burbank Junction is half owned by UP and half owned by the counties in which it lies – Ventura and Los Angeles. From Burbank Junction to Los Angeles Union Station, the track is owned by Los Angeles County. The predecessor of UP, the former Southern Pacific Transportation Company⁵ sold off ownership to the counties, each part of the Southern California Regional Railroad Authority (SCRRA), in 1990. The trackage was upgraded to permit establishment of SCRRA's Metrolink⁶ commuter service. SCRRA "dispatches" (operates) and maintains the 47.5-mile segment. Operating agreements for intercity passenger train use of the segment would be negotiated with SCRRA.

At the northern end, SP sold the 46.9-mile route between San Francisco and San Jose in 1991 to the Peninsula Corridor Joint Powers Board (PCJPB), sponsors of the Caltrain⁷ commuter service. SP retained freight operating rights over these segments, and retained the intercity passenger

¹ The service now has 11 round trips south of Los Angeles, and 4 round trips north of Los Angeles, of which one extends to San Luis Obispo.

² Initially offering 3 round trips between Sacramento and Oakland, the service now has 7 round trips north of Oakland and 4 south of Oakland.

³ As of the end of 1999, the San Diegan Corridor (San Diego-Los Angeles-Santa Barbara-San Luis Obispo) was the second busiest corridor in the nation. The San Joaquin Corridor (Oakland-Bakersfield) was fourth, and the Capitol Corridor (Auburn-Sacramento-Oakland-San Jose) was the fifth busiest. The Boston-New York-Washington Northeast Corridor was the most heavily traveled route, while New York-Albany-Buffalo ranked third.

⁴ Rail Improvement Feasibility Study, 1992, and subsequent Coast Rail Improvement Study, 1994, both by Schiermeyer Consulting Services. The latter study assessed the engineering requirements for feasibility. One other study, the Southern Pacific Coast Route Infrastructure Report, 1996, by HDR Engineering, identified \$172 million in improvements to track, signaling and grade crossings required to support 79 mph speeds and "tilt trains" on the route.

⁵ UP acquired the SP in 1996, including the portions of the Coast Line retained by SP.

⁶ Metrolink's Ventura Line provides service from Los Angeles through the San Fernando Valley to Moorpark on SCRRA controlled trackage, and continues to Oxnard over Union Pacific.

⁷ Caltrain service utilizes PCJPB tracks between San Francisco and San Jose, and continues beyond San Jose to Gilroy over Union Pacific.

operating rights between San Francisco and San Jose. In 1996, SP was acquired and merged into the Union Pacific (UP). Passenger operating agreements and trackage rights applicable to SP continued in effect under UP ownership. Theoretically, this means that operating agreements for intercity passenger train use of this segment would have to be negotiated with UP. However, Caltrain is researching whether these rights might be transferred to Caltrain. Caltrain dispatches this segment from San Jose.

The midsection of the Coast Daylight's route, the 380.2 miles between San Jose and Moorpark, is owned and dispatched by UP. Dispatching is done in Omaha, Nebraska, the UP's operating headquarters.

Coast Line Overview

From San Francisco to San Jose, the route consists of double track. From Santa Clara (junction with the UP's Mulford line to Oakland) to San Jose, there are three main tracks. A Centralized Traffic Control (CTC) signaling system⁸ is in place in San Francisco and in the Santa Clara – San Jose areas, with block signal protection for most of the route along the Peninsula. The CTC segments are dispatched by Caltrain out of San Jose. Caltrain is currently performing a comprehensive upgrade of the line, with long range plans to install sections of third track to permit express service and increased operating flexibility.

South from San Jose the route is double track with CTC control to the Tamien Caltrain station. South of Tamien, the line basically is a single track railroad all the way to CP Raymer in the San Fernando Valley, although there are several short intervening segments of double track. South of Raymer, the line consists of double track into Los Angeles. Block signal protection is the rule from Tamien south to Goleta, but there are short segments of CTC in several locations. Much of the route has hand operated switches that require a train crew member to operate the switches from the ground before and after a train enters a siding. A major state-funded project is currently underway to extend sidings and install complete CTC south of Goleta. This effort should be completed sometime in 2000. UP dispatches the track segment San Jose to Moorpark, and SCRRA dispatches the segment Moorpark to Los Angeles Union Station (LAUS).

The Coast Line presents a mixture of operating speeds and conditions. Where the terrain is flat and the trackage is not restricted by curves, top speeds ranging from 60 to 79 mph are permitted. The curving track north and south of Watsonville Junction contains some limits as low as 30 mph, and curves along the Salinas Valley segment of the line also limit speed in several locations. Between Paso Robles and San Luis Obispo, the 2.2 percent grade and the sharp reversing curves on the Cuesta Grade limit speeds to as low as 25 mph. South of San Luis Obispo, the line traverses a number of hilly segments and then follows the Pacific Ocean coast line to near Ventura. There are numerous locations where curves limit speeds to the 30–50 mph range, but generally passenger speeds of about 60 mph are typical. On the southernmost end of the line, south of Ventura, maximum speeds are 70–79 mph except for the sharp curves at Santa Susanna Pass between Simi Valley and Chatsworth.

⁸ CTC allows dispatchers in remote locations to direct train movements on line segments by signals. CTC results typically in more efficient utilization of track segments than can more passive systems such as Automatic Block Signals (ABS). In effect, it provides for more capacity on otherwise identical track segments than does ABS.

The state's STIP program includes several improvement projects designed to increase capacity and operating flexibility on the Coast Line south of San Luis Obispo. These include siding extensions and some added CTC signaling. The projects are programmed for completion over the next several years.

Freight Service

Union Pacific provides through freight service over the Coast Line, typically scheduling two daily round trips supplemented by additional trains when warranted by traffic levels. The Coast Line also sees a number of local trains, working out of yards at Gemco, Guadalupe, Salinas, Watsonville Junction, and Santa Clara. The Coast Line is not a major freight carrier, since UP's primary freight route traverses the San Joaquin Valley. However, it is seen as a potential "relief route" and may experience higher freight volumes in future years. While the current level of freight activity does not create serious capacity concerns over most of the Coast Line, capacity and operating flexibility are prime concerns of both UP and Amtrak.

SERVICE PURPOSE

The Coast Daylight service is intended to provide a new long-distance intercity passenger train on the Coast Line with direct service to downtown San Francisco. It will provide a strong link between the major commercial, population, and cultural centers in the state's two largest metropolitan areas, and will provide increased access from these centers to major vacation and tourism communities along the coast. The service will fill a major void in California passenger rail service by increasing the number of trains north of San Luis Obispo by 100 percent; only Amtrak's Coast Starlight operates on this segment now. The Coast Daylight will primarily be an intercity train, and is not expected to carry short distance commuters or consecutive daily business travelers.

VISION FOR THE SERVICE

The Coast Daylight will be a new intercity train operating between downtown San Francisco and downtown Los Angeles. It will be a daily service, with trains leaving each terminal at before 8 a.m. and arriving at their destination around 7 p.m. It will operate on PCJPB (Caltrain sponsor) trackage between San Francisco and San Jose, on the UP between San Jose and Moorpark, and on trackage controlled by SCRRA (Metrolink sponsor) between Moorpark and LAUS. It will be the first intercity service since 1971 to operate directly into San Francisco. The proposed schedule was derived largely from marketing considerations that suggested earlier departures from the Bay Area and Los Angeles than currently provided by the Coast Starlight, and corresponding earlier arrivals at the two major terminals versus the Starlight's schedule.

The Daylight will supplement the two other intercity services operated by Amtrak on Coast Line. These services are the Coast Starlight, which runs daily between Seattle and Los Angeles via the Coast Line south of San Jose, and the Surfliners, which run daily between San Luis Obispo and San Diego via the Coast Line. It also will provide connections at San Jose to the Capitol Corridor trains, and at Los Angeles to Surfliner trains bound for San Diego and other southern destinations.

The Coast Daylight will be operated by Amtrak, supported by funding from Caltrans similar to arrangements already in place in the Capitol, San Joaquin (Oakland to Bakersfield), and Surfliner corridors.

STATION STOPS

The selection of station stops to be served by the new train was based on differing objectives over differing portions of the route.

On the Caltrain line, stations were selected that would serve the greatest numbers of new patrons. Direct service to San Francisco and its tremendous tourism market is of course a primary objective. On the Peninsula, a Millbrae stop provides direct shuttle access to the San Francisco International Airport. The Palo Alto stop will attract mid-peninsula passengers and serve the Stanford community. The Mountain View stop provides an interchange to the recently-extended light rail system serving much of northern Santa Clara County. Santa Clara provides shuttle access to the San Jose International Airport. San Jose provides connections to the Capitol Corridor as well as serving downtown San Jose. In planning the service, only two intermediate stops were initially envisioned between San Francisco and San Jose. However, the operating realities on the Caltrain route are that the Daylight will have to be scheduled between existing Caltrain runs, and will be unable to pass or “run around” a slower commute train ahead. As a result, there was ample time to add additional station stops along the Peninsula without impacting the total Daylight running time.

Between San Jose and San Luis Obispo, the Coast Starlight only serves Salinas and Paso Robles. The Coast Daylight will also serve these stations, and will tap additional passenger markets with stops at Gilroy, Pajaro (Watsonville Junction, serving Santa Cruz County passengers), and King City. A stop at Soledad may be warranted, based upon future growth and additional information. At San Luis Obispo, the train will serve important retirement, vacation, and college markets that already contribute substantial passenger boardings to the Coast Starlight and the single Surfliner daily train.

South of San Luis Obispo, the Coast Daylight is planned to serve all Coast Starlight stations (Oxnard, Simi Valley, Glendale and Los Angeles). Between Goleta to Los Angeles, there are four daily Surfliner round trips, so it is not necessary for the Coast Daylight to make all station stops. Service is planned to those Surfliner stations that currently generate the highest passenger volumes. For the initial service, stops other than those common to the Coast Starlight are planned at Grover Beach, Guadalupe, Chatsworth, and Van Nuys. Once service begins, patronage will be monitored, and some adjustments in station stops may be warranted. Passengers will be able to transfer to Surfliner or to Metrolink trains to travel to and from those stations not served by the Coast Daylight.

Los Angeles is the southern terminal of the train, where connections to San Diego line communities will be provided by Surfliner schedules. Los Angeles also is served by Metrolink commuter trains and by the “Red Line” subway. Los Angeles will be the major service and

restocking point for the Coast Daylight. Only light cleaning and turn-around servicing will be provided at the Caltrain facilities in San Francisco.

In all, the Daylight will make 21 stops on its 474-mile journey each day. Amtrak ticketing and checked baggage services will be provided at current Amtrak-staffed stations, and at San Francisco, if an agreement can be reached with the PCJPB regarding provision of an office and waiting area for Amtrak customers. Amtrak currently is exploring establishment of a staffed ticket office at the 4th Street Caltrain Station in association with relocation of its San Francisco terminal for connecting bus service to Emeryville and Oakland. Smaller stations will remain unstaffed facilities. The Coast Daylight route and proposed station stops are shown in Figure 1.

CONNECTIONS

Connections with public transit and other intercity rail options at stations can extend the service area of the Coast Daylight. Some of these connections appear below.

Intercity Rail Service

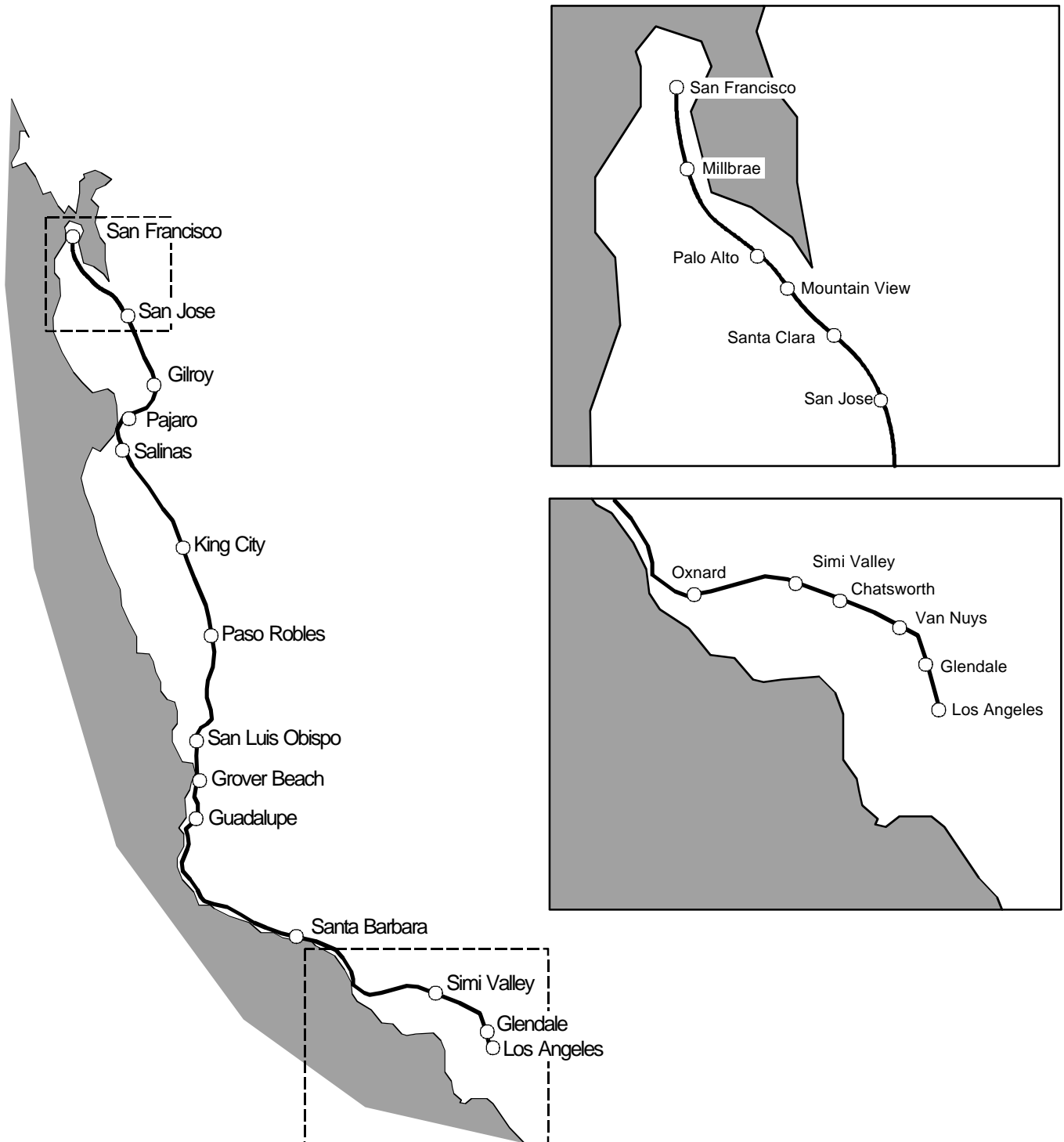
- Connections to the state-sponsored Capitols are possible at San Jose. The Capitols operate between San Jose and Auburn via Sacramento.
- Connections to the state-sponsored San Joaquins are possible by Amtrak bus (see the Bus Service section that follows) between San Jose and Stockton. The San Joaquins operate between Oakland and Bakersfield via Stockton.
- Connections to the state-sponsored Surfliners are possible at Los Angeles, or at stations north of Los Angeles that the Daylight would share with the Surfliner service.

Commuter Rail Service

- Connections to the Caltrain commuter trains, accessing all stations on the San Francisco Peninsula, are possible at San Jose, or at other peninsula stops served by the Daylight.
- Connections to the Metrolink commuter trains, operating on several lines spread over the Los Angeles Basin and south to Oceanside, are possible at LAUS, or at stations between Los Angeles and Oxnard that are served by Metrolink.

Light Rail and Subway Service

- Connections to the Santa Clara Valley Transportation Authority's light rail system are possible at Mountain View.
- Connections to the San Francisco Municipal Railway's light rail system are possible at the San Francisco Depot.
- Connections to the Los Angeles Red Line are possible at LAUS.
- Connections to the Bay Area Rapid Transit (BART) system would be possible at the future Millbrae Station.



Bus Service

The service area of the Coast Daylight may also be expanded by provision of connecting bus links to communities located away from the rail line. Caltrans provides a number of dedicated connecting buses (Amtrak Thruway Buses) to existing Capitol Corridor, San Joaquin and Surfliner schedules. Once the service has commenced and detailed travel demand can be measured, connecting bus service should be considered. Potential services include:

- Santa Cruz to Pajaro.
- Monterey to Salinas.
- Connections from Santa Maria, Lompoc, and Solvang to nearby rail stations.
- San Joaquin Valley communities to Paso Robles.

Airport Connections

- Connections to the San Francisco International Airport would be possible at the future Millbrae Station via shuttle bus.
- Connections to the San Jose International Airport are possible via bus at Santa Clara.

SCHEDULE

The proposed start-up schedule for the train is based on current running times of the Surfliners and the Coast Starlight, with adjustments for the additional station stops and for meets with other passenger trains. The proposed start-up schedule⁹ is shown below in Figure 2. Stops *in italic* may not be in service at start-up in late 2001.

In developing the schedule, a string line analysis¹⁰ was employed to determine the approximate location of meets with other passenger trains operating on the Coast Line. This analysis showed that the overall schedule is feasible given existing passenger schedules¹¹. Exact station times and scheduled meet locations will be worked out between Amtrak and the right-of-way (ROW) owners or their representatives when the necessary operating agreements are negotiated.

⁹ The current Coast Starlight schedule is shown for reference and to indicate the additional stations that will be served by the Coast Daylight.

¹⁰ A string line chart, also called a time distance chart, plots the movement of trains on a graph with mileposts on one axis and time on the second axis. It provides a visual representation of the location of each train throughout the day, including time required for station stops and meets with other trains. For this analysis, Amtrak produced the string line.

¹¹ The string line for the northbound run assumed a departure time of 8 a.m. from LAUS, and the southbound train assumed a departure time from San Jose at 8:40 a.m. The proposed schedule represents a minor modification of the initial schedule concept. The string line also modeled an 11 a.m. northbound departure from LAUS, with arrival in San Jose at 9:20 p.m. This train would have an arrival in San Francisco after 10 p.m., which was considered by the project's Technical Advisory Committee as less desirable from a marketing perspective.

Figure 2
Proposed Coast Daylight Start-up Schedule

Coast Starlight	Coast Daylight	Location	Coast Daylight	Coast Starlight
	7:20	San Francisco	19:20	
<i>From</i>	7:44	Millbrae	18:57	<i>To</i>
<i>Oakland</i>	8:06	Palo Alto	18:38	<i>Oakland</i>
↓	8:18	Mountain View	18:27	↑
	8:28	Santa Clara	18:18	
10:31	8:45	San Jose	18:10	19:36
----	9:21	<i>Gilroy</i>	17:21	----
----	9:52	<i>Pajaro</i>	16:50	----
12:06	10:24	Salinas	16:26	18:17
----	11:12	<i>King City</i>	15:30	----
13:52	12:18	Paso Robles	14:24	16:20
15:30	13:33	San Luis Obispo	13:22	15:13
----	13:56	Grover Beach	12:41	----
----	14:14	Guadalupe	12:23	----
18:17	16:26	Santa Barbara	10:26	12:10
19:10	17:11	Oxnard	9:26	11:02
19:48	17:46	Simi Valley	8:56	10:29
----	17:59	Chatsworth	8:38	----
----	18:16	Van Nuys	8:21	----
20:30	18:34	Glendale	8:03	9:48
21:15	19:00	Los Angeles	7:50	9:30
<i>Via Connecting Surfliner Train</i>				
21:50	19:20	Los Angeles	---- ¹²	8:50
00:30	22:00	San Diego	----	6:15

Running times over portions of the Coast Line are competitive with driving times, particularly during commute peak hours and where weekend traffic patterns cause highway congestion. However, the alignment of the Coast Line in some locations requires longer travel times than driving. The added travel time by rail is offset by the scenic nature of the rail route, particularly along the Pacific shoreline south of Surf, and by the more relaxed nature of rail travel.

Amtrak has major engineering studies underway now to identify track improvements that could reduce running times, but no new improvement projects are anticipated before the late 2001 start-up date for the service. Ultimately, improvements on the route will enable reductions in running time. It is assumed that no capital improvements for increased capacity on any route segment will be required prior start-up, although it is recognized that capacity questions

¹² Current Surfliner schedules do not provide a northbound connection. Amtrak and Caltrans plan to increase service levels between Los Angeles and San Diego from 11 to 13 daily round trips. One of the new schedules may provide an early arrival connecting to the Coast Daylight.

ultimately will have to be addressed, particularly in the areas served by commuter trains and multiple Surfliner schedules¹³. Particular concerns to be resolved include:

- A morning departure time from Los Angeles that does not interfere with inbound Metrolink commuter service on the Ventura line.
- An evening arrival time into Los Angeles that does not conflict with outbound Metrolink service on the Ventura line.
- A northbound operating time between Gilroy and San Jose that does not conflict with southbound Caltrain commuter operations into Gilroy.

EQUIPMENT

Equipment or rolling stock consists of locomotive and cars. A typical Daylight configuration would consist of five cars (a train set) and an F 59 locomotive.

Governor Davis has proposed the purchase of two additional sets of Surfliner car equipment (defined below) in the 2000-2001 state budget, with the equipment intended to supplement the cars currently on order¹⁴ for service in the Surfliner corridor. Based on an informal understanding that the current order will be sufficient to continue current Surfliner service as well as to add one or two additional round trips between San Diego and Los Angeles, the CCRC has asked Amtrak and Caltrans to consider assigning the two additional sets for start-up service of the Coast Daylight. Legislators representing Coast Line communities have been apprised in the event use of the equipment requires a restatement of the budget language to permit operation north of San Luis Obispo. Amtrak's long range plans for the Coast Corridor envision ultimate provision of high speed "tilt" equipment¹⁵ that will be more effective in reducing travel time on the route than conventional Surfliner equipment. Use of the Surfliner equipment for start-up service will permit introduction of a new service with new equipment, and thus offer a marketing advantage.

Should the Surfliner equipment not be available, the CCRC has requested Amtrak to provide equivalent capacity in upgraded Horizon equipment such as now operating in the Surfliner corridor, until such time as new equipment for the Coast Daylight can be procured through future budget actions.

¹³ Caltrans and Amtrak have already planned and programmed three capital projects that will enhance capacity between Santa Barbara and San Luis Obispo. These will total \$12.1 million, and will be completed before 2004. These projects are discussed further in the Financial Plan (Chapter 3). Also, projects included in the Governor's Traffic congestion Relief Program (TCRP) that will benefit Daylight operations are noted in the Financial Plan.

¹⁴ Amtrak has purchased 8 train sets of 5 cars each for Surfliner service. Caltrans has ordered an additional 6 cars for spares and maintenance cycling. This equipment is scheduled for delivery in 2000 and 2001. The Governor's request, if approved by the Legislature, would purchase two additional train sets as an add-on to the original Amtrak purchase.

¹⁵ Equipment capable of tilting when negotiating curves allows higher speeds through the curves without increasing passenger discomfort. Tilting equipment, such as the Talgo train sets used in the Pacific Northwest Corridor or the new Acela train sets being manufactured for the Boston-Washington North East Corridor, could enable a significant running time reduction between San Francisco and Los Angeles. Talgo equipment will also be used in Amtrak's Los Angeles – Las Vegas route on UP trackage; this service may start later this year.

The Surfliner equipment is a newer version of the bi-level California Cars in service on the Capitol and San Joaquin trains, and used on some of the current San Diegan trains. The cars have wide double doors on the lower level that permit rapid passenger boarding and alighting without need for step stools at most locations. Now gradually entering service, the cars provide standard coach seating, improved seating in a custom or business class car, complete provisions for elderly and physically disabled person seating, a baggage storage compartment, and a food and beverage service area with limited table seating. A Surfliner train set has an engineer's cab at the end opposite the locomotive, permitting travel in either direction (push-pull) without need to turn the equipment. Each train set provides 425 seats. As in the California Cars, there is some table seating, seat-back pull-down tray tables, computer power outlets, overhead and downstairs luggage storage racks, and provision for bicycles. From a maintenance standpoint, should Surfliner train sets be allocated to the Coast Daylight service, the cars would be identical to other Surfliner cars that will be maintained at Los Angeles. From an operating standpoint, Daylight train sets with the same configuration and capacity as the Surfliners will provide increased ability to respond to any service disruption.

While locomotives could be leased from Amtrak, they could be purchased outright as well. However, as lead times for the manufacture of these locomotives typically average a year and a half, Caltrans might look toward leasing available locomotive power from Amtrak, if the two locomotives for the Daylight cannot be deployed from the existing fleet or proposed fleet additions.

Either the Surfliner or Horizon equipment would meet the requirements of the Americans with Disabilities Act (ADA). On-board lift equipment on the Surfliners folds out of the doorway to provide wheelchair ingress and egress. In the event service is operated with Horizon cars, portable chair lifts at each station would be available to provide full access to the train.

FOOD AND BEVERAGE SERVICE

The Surfliner food service facilities are located on the lower level of one of the coaches. The basic design is that of a snack bar intended for serving beverages, snacks, and sandwiches that passengers can take to their seats. About 12 passengers can be accommodated in tables in the food service car. While this design limits the type of food service that can be provided, modifications may be possible to enable the attendant to heat and dispense pre-prepared tray meals, specially packaged "gourmet" box lunches, and other items often desired by longer distance passengers.

There are several precedents. Amtrak has experimented with differing food service concepts on the Cascade trains in the Pacific Northwest, providing a higher quality of service on the Seattle-Vancouver BC train than the Seattle-Portland trains that use identical equipment. Amtrak also has developed box meals for sleeping car passengers on trains that lack a full dining car, such as the Portland section of the Empire Builder (Portland-Spokane), the Three Rivers (New York-Chicago), the Pennsylvanian (Philadelphia-Chicago), and the Kentucky Cardinal (Chicago-Louisville).

It is recognized that passengers who are on board for time periods up to 11-plus hours have different expectations than those traveling shorter distances requiring only a few hours. Patronage studies by Amtrak indicate that more than one-third of Daylight passengers will be traveling between Bay Area stations and the Los Angeles basin. These passengers will be on board during two, or even three, meal periods. Therefore, an enhanced snack bar service concept, with gourmet box lunches and tray meals, is appropriate for the 474-mile Coast Daylight journey. Given the very limited seating of the Surfliner Coach-Café car, most snack bar patrons likely will carry their tray meals and box lunches back to their seats.

Amtrak indicated that cold storage capacity of a Surfliner snack bar is 48 cubic feet, or about the size of a large refrigerator. While this space might be sufficient to store up to 400-500 box lunches, there would be no room for cooling beverages. Dry storage space is larger at 63.5 cubed feet. Given the ridership anticipated for the Daylight, the storage capacity of the Surfliner Coach-Café car appears constrained. Mitigation might include portable cold storage units, or actual redesign of the snack bar area for the two cars required to provide daily service.

START-UP GOAL AND AGREEMENT AMONG KEY PARTIES

The stated goal of the CRCC is to initiate the new service in the fall of 2001. Given the number of parties involved who have to come to common agreement, this is a tight, but attainable goal. Relative to this agreement, the responsibilities of the key parties appear below.

Caltrans

With completion of this Implementation Plan, the lead in planning the service will pass to the Caltrans Rail Program. Caltrans will be the funding agency, and will need to request operating funding in the 2001-2002 state budget. Caltrans also will be required to amend current agreements or enter into new agreements with Amtrak covering provision of the service. Since the Rail Program already has such agreements with Amtrak for other California corridors, the models and procedures already are established, and there should be no need to “break new ground” to come to understandings concerning operation of the Coast Daylight. This implementation plan provides the basic projected financial data necessary to develop an operating agreement.

The second area of concern is the assignment of equipment. If it is determined the Surfliner equipment pool (assuming approval of the two sets requested by the Governor) is sufficient to meet both Surfliner corridor and Coast Daylight needs, Caltrans will need to agree to use of the two proposed Surfliners train sets for the Daylight service. If the determinations are otherwise, or the equipment is not included in the 2000-2001 adopted budget, then Caltrans will need to explore funding for upgrading cars to a level suitable for the new service. For its part, Amtrak will need to commit to provision of sufficient Horizon cars for the service, and negotiate a cooperative agreement with Caltrans covering improvement costs.

Amtrak

In addition to an agreement with Caltrans, Amtrak has the statutory responsibility for negotiating operating agreements with the owners of the track over which the Coast Daylight will operate.

The railroad agreements will need to be worked out on a cooperative basis with Caltrans, since Caltrans is the primary funding partner for the service. Caltrans has requested Amtrak to initiate negotiations regarding operating agreements with the right-of-way owners or representatives (beneficial users). These entities are Peninsula Corridor Joint Powers Board (PCJPB), which operates Caltrain on its track between San Francisco and San Jose; the Union Pacific Railroad (UP), which owns the Coast route between San Jose and Moorpark; and the Southern California Regional Rail Authority (SCRRA), which operates Metrolink on the track it controls between Moorpark and Los Angeles Union Station. Negotiations with the ROW owners or their representatives are ongoing. Internally, Amtrak will need to plan for operating crews, maintenance base support, and on-board and station staffing necessary to operate the service.

Caltrain

Amtrak and the PCJPB need to negotiate an agreement covering details of the Coast Daylight operation into San Francisco (assuming intercity rights can be transferred from UP to Caltrain). The agreement needs to specify the terms under which the train will operate, including use of Caltrain facilities by Amtrak. The agreement should cover station use, servicing and overnight parking in San Francisco, and operating crew provisions (i.e. operation north of San Jose by Amtrak or Caltrain train crews). The basis for payments to Caltrain for track use and specific services should be detailed. The agreement should provide a procedure for making adjustments once service has begun. Finally, the agreement may need acquiescence of Union Pacific for transferring rights to operate intercity passenger service over the commute trackage from UP to Amtrak¹⁶.

Union Pacific

Amtrak currently operates the Coast Starlight over the UP Coast Line under terms of an expired agreement between Amtrak and SP. A new operating agreement is currently being negotiated and is likely to be effective soon. The agreement will need to be amended to cover operation of the Coast Daylight between San Jose and Moorpark. Entering into negotiations of the Coast Daylight, UP expressed its concern about increasing passenger train activity on its line between San Jose and Salinas. UP likely will assess capacity on that segment specifically in the near-term, given assumptions about future passenger trains.

Metrolink

Amtrak has a current agreement with SCRRA covering operation of Amtrak trains, including the Surfliners and the Coast Starlight, between Moorpark and Los Angeles. The agreement may need to be amended to cover operation of the Coast Daylight.

Other Agencies

Agreements may be necessary between Caltrans, Amtrak, and local communities with respect to use of station or parking facilities where the stations are locally owned. These potential agreements will need to be explored within each community. It is not anticipated that these agreements will delay implementation of Coast Daylight service, should they not be completed by the start-up date.

¹⁶ In selling the San Francisco to San Jose right-of-way to the PCJPB in 1991, the former SP retained right to run both freight and intercity passenger trains on the line. When UP acquired SP in 1996, those rights fell to UP.

Chapter 3

FINANCIAL PLAN

INTRODUCTION

This chapter discusses the financial performance of the Coast Daylight. The first section portrays the forecasts of ridership and revenues for the first three years of operation, starting in October 2001. It also discusses operating costs and a special charge for the diversion of revenues from the Coast Starlight.

A second section identifies the subsidies required to cover projected operating deficits, for losses will exceed revenues. The percentage of operating costs covered by revenues, known as the farebox recovery ratio, is identified for the each of first three service years.

In a third section, the Daylight's first-year farebox recovery ratio is contrasted with those that the three other state-sponsored rail services (the Capitols, the San Joaquins, and the San Diegans / Surfliners) experienced in the 1998-99 fiscal year.

REVENUE AND OPERATING COSTS

Ridership

Ridership attracted to the new service will come from several sources:

- Current riders now using other trains, who find the new schedule more convenient;
- New riders generated by service from communities not now served; and
- New ridership generated by the additional capacity and frequencies on the route.

Patronage modeling was conducted for Amtrak by the U.S. Department of Transportation's Volpe National Transportation Systems Center. Additional modeling will also be performed for Amtrak and Caltrans by KPMG, an international auditing and consulting firm. The Volpe projections are for travel between major communities, based largely on frequency of service, elapsed travel time, and distance. The KPMG model produces more detailed station-to-station ridership projections, derived from frequency, travel time, distance, and other factors. Figures for ridership and revenue in this analysis come from the Volpe model runs. Volpe used current fare levels in developing the projections. For example, the *average* one-way fare for the 474-mile journey between San Francisco and Los Angeles was projected at about \$50. Shorter trips would have lesser fare levels.

Amtrak has also reviewed the historic patronage growth trend of the San Diegan service north of Los Angeles in relation to service increases over the past years, as an indicator of what might be expected from added service on the route.

Amtrak's projected ridership for the new Coast Daylight service over the first year following start-up is about 216,000. This projection represents a compilation of the ridership indicated by the differing modeling techniques. Ridership for the first three years of the service appears in Table 5-1.

Table 5-1
Coast Daylight Ridership Forecast

	Year 1	Year 2	Year 3
Passengers	216,200	231,300	247,500
Passenger-miles	61,659,000	65,965,000	70,585,000

Ridership increases about 7 percent per year over the three-year period. The passenger-mile figure is the sum of all passenger-trips on the Daylight. One passenger taking a trip of 200 miles generates 200 passenger-miles. The sum of all trips on the Daylight in Year 1 is 61.7 million passenger-miles. This means that the average trip length on the Daylight is 285 miles, indicating that most passengers will be long-distance riders. This average trip distance remains constant over the period.

The six top markets that will be served by the Coast Daylight are shown in Table 5-2. These markets represent over 80 percent of projected Daylight passengers. The market segments are identified by major stations, but include travel to other adjoining stations. For example, San Francisco includes all stations between San Francisco and San Jose, while Los Angeles includes Los Angeles and San Fernando Valley stations. These projections are for passenger volumes in Year 1.

Table 5-2
Coast Daylight Major Market Segments

	Passengers	Share	Passenger-miles
San Francisco-Los Angeles	61,600	28.5%	28,344,000
San Luis Obispo-Los Angeles	42,200	19.5%	9,275,000
Santa Barbara-Los Angeles	27,000	12.5%	2,703,000
San Francisco-San Luis Obispo	21,600	10.0%	5,189,000
San Francisco-Santa Barbara	14,100	6.5%	5,059,000
Salinas-Los Angeles	11,900	5.5%	4,162,000

Forty percent of the Daylight passengers will be traveling distances over 300 miles, and 70 percent will be traveling over 200 miles. This indicates the attractiveness of the train for longer trips, and suggests that comfort and reasonable provisions for food and beverage service will be essential elements of the service.

Revenue

Revenue projections for the service are primarily a function of ridership. The projections below are based on current transportation fare levels (fare per mile) already in effect on other California corridors, and typical annual changes in fares experienced in recent years, applied to the

projected ridership. Additional revenue will result from food and beverage sales. Total revenues for the first year of operations will be about \$7 million. Revenue projections for the initial three years of service are shown in Table 5-3.

Table 5-3
Coast Daylight Revenue Forecast

	Year 1	Year 2	Year 3
Transportation	\$6,260,000	\$6,792,000	\$7,370,000
Food and Beverage	755,000	818,000	878,000
Total Revenue	\$7,015,000	\$7,610,000	\$8,248,000

Transportation revenues increase 8.5 percent per year over the period. This rate of increase is higher than the 7 percent growth in riders, and reflects slightly higher fares in later years. Similarly, food and beverage service revenue increases at slightly higher rates than increases in ridership numbers alone, reflecting increasing prices for on-board sale of food and beverage items. Presupposing modest inflationary pressure, the assumed increases appear reasonable.

Operating Costs

Operating costs are the costs of running and maintaining trains. Amtrak estimated operating costs for the service during the first year at \$12 million. Individual operating cost components for the first three years appear in Table 5-4.

Insert Table 5-4
Coast Daylight Operating Costs

	Year 1	Year 2	Year 3
Train and Engine Crews	\$2,850,000	\$2,947,000	\$3,045,000
Train Fuel	390,000	405,000	420,000
OBS Labor	685,000	708,000	732,000
OBS Supplies	585,000	634,000	680,000
Stations	420,000	434,000	450,000
Transportation	1,050,000	1,086,000	1,125,000
Maintenance of Equipment	2,312,500	2,391,250	2,472,500
Railroad Charges	720,000	745,000	770,000
SBU Advertising	650,000	672,000	695,000
Commissions	180,000	195,000	210,000
Sales	100,000	105,000	110,000
Reservations	430,000	450,000	465,000
General Support	490,000	505,000	520,000
Insurance	995,000	1,030,000	1,065,000
Interest and Taxes	45,000	47,000	49,000
General and Administration	110,000	112,000	115,000
Total Cost	\$12,012,500	\$12,466,250	\$12,923,500

Each of the cost components is discussed briefly below.

Train and Engine Crews – These are the labor costs for operating the Daylight trains. Locomotive engineer and train conductor salaries are included here. These escalate at about 3 to 4 percent per year, the figure Amtrak uses in planning to adjust for inflation.

Train Fuel – This item includes the cost of diesel fuel to power the two Daylight locomotives. This cost also increases with inflation, or by about 3 to 4 percent per year. As the mileage covered by the Daylight train sets will be the same in all years, the increases reflect the escalating cost of diesel fuel.

OBS Labor – This is the labor cost of onboard service personnel, the café car attendants. There is one attendant assumed for the snack bar in each café car. These costs escalate at the same rates as do the train and engine crew costs.

OBS Supplies – These are supply costs for the food and beverages sold in the café car. These costs increase by 7 to 8 percent per year. The increases in these costs are proportional to the increases in passengers, who purchase the food and beverages items, with a slight upward adjustment for inflation.

Stations – These are shared or apportioned costs for staffing stations. At stations, Amtrak personnel sell Daylight tickets, collect and distribute baggage, and provide arrival and departure information as requested. At about 3 percent per year, the escalation in these costs is at the same rate as other labor costs.

Transportation – These costs, which increase with the assumed inflation rate, consist of various elements, including:

- Yard operations. These are the cost of handling the train sets between the station and the rail yard where the train sets are stored and maintained, plus an equivalent share of the cost of the yard.
- Switch engine costs. These engines (small horsepower diesel electric locomotives) are used in assembling train sets. Just like the intercity locomotives, these must be maintained. A cost of their maintenance is allocated, therefore, to the Daylight.
- Supervision. This cost is for the supervisors who oversee train and engine crew performance. It also includes “calling” train crews for specific trains and maintaining facilities where train crews are based (crew bases).
- Hotels and meals for crews who “overnight” away from their home base.

Maintenance of Equipment – These are the costs of maintaining the two locomotives and 10 Surfliner cars that make up the two train sets. Maintenance includes regular cleaning and repairs. Maintenance will be performed in Los Angeles, with overnight servicing at San Francisco. These costs increase with inflation.

Railroad Charges – These are the costs which right-of-way owners and representatives would charge Amtrak for the use of their facilities. These entities are Caltrain, Union Pacific and SCRRA/Metrolink. Costs accounted for in this category include incentive payments for on-time performance¹ and maintenance of the right-of-way. These costs increase with inflation.

Advertising – This is cost is for the promoting the Daylight in the media. These costs increase with inflation.

Commissions – These are commissions paid to credit card companies and travel agents on ticket sales. These costs increase with ridership, with a slight adjustment for higher fares in later years.

Sales – This is the cost of Amtrak’s field sales forces that promote the Daylight service with travel agents and other volume buyers. Not directly related to increases in overall ridership, these costs typically increase from 3 to 5 percent. This level of increase is applied here.

Reservations – These are the costs for responding to calls for reservations and general train information about the Daylight at 1-800-USA-RAIL. These costs increase with inflation.

General Support – These costs include various elements, including management salaries, some benefits, and administrative support apportioned to the Daylight. These costs increase with inflation.

Insurance – Self and purchased insurance are the elements of this cost category. These costs are a function of exposure, quantified in terms of passenger-miles and train-miles². Here, they are shown increasing with inflation. This is a simplifying assumption, for the behavior of the typical cost drivers is mixed: while passenger-miles increase, train-miles do not. Accordingly, this cost escalates between 3 and 4 percent per year.

Interest and Taxes – These are costs for short term borrowing apportioned to the Daylight. These are shown here increasing at about 4 percent per year, a figure that is consistent with Amtrak’s historical experience.

General and Administration – These costs include employee benefits not accounted for under General Support. Vacation expense is also an element of this cost component. It is shown increasing somewhat less than the assumed 3 to 4 percent inflation rate. The figure reflects Amtrak’s historical experience with this cost item.

Charge for Starlight Ridership Diversion

Amtrak estimates that about 50,000 annual riders will be diverted to the Coast Daylight from the Coast Starlight, Amtrak’s premier long-distance intercity train between Seattle and Los Angeles. The Starlight and the Daylight will follow the same route between Los Angeles and San Jose,

¹ Caltrain, UP and Metrolink will dispatch the Coast Daylight, and therefore will be responsible for on-time performance.

² A train-mile is a measure of how far a train travels. A Daylight train, completing a 474-mile trip between Los Angeles and San Francisco, generates 474 train-miles daily. Many cost items are directly related to train-miles. Among these are fuel, and, as noted here, insurance.

where the train routes branch apart: the Daylight bound for San Francisco and the Starlight bound for Oakland and Seattle.

Starlight diversions would include many San Francisco or Peninsula passengers who find the Daylight's direct service more attractive than the Starlight service through the East Bay. They would also include passengers along the route who would find an earlier Daylight departure more attractive than the later Starlight departure. As noted in Chapter 2, the Daylight will depart either from San Jose southbound or from Los Angeles northbound less than two hours before the Starlight. The fact that the two trains would have such relatively close departure times is another factor contributing to diversion of revenue, Amtrak related.

To compensate for this diversion, Amtrak will assess a charge of about \$1.6 million in Year 1 against Daylight revenue for the revenue diverted from the Starlight. This figure would in effect "make Amtrak whole" for operating a train that effectively is competition for its existing intercity service on the Coast Line between Northern and Southern California. Amtrak related that, should actual diversions total less than this amount, it would consider a downward revision of the charge at the end of a fiscal year for which the charge would apply. To this point, a methodology by which to measure actual Starlight diversions to the Daylight would be necessary.

WSA examined the major passenger markets on the Starlight between Oakland and Los Angeles, and determined independently that the Amtrak diversion estimates appear reasonable. WSA's review was based on current Starlight ridership and fare levels, and assumptions about where diverted Starlight riders would prefer to originate the terminate their trips. For example, 70 percent of current Starlight Oakland – Los Angeles riders were assumed by WSA to be riders who would preferably begin or end their trips in San Francisco, if they had the Daylight option. This review generated a diverted revenue figure of \$1.5 million for Year 1 – for practical purposes, identical to the \$1.6 million figure developed by Amtrak.

REQUIRED SUBSIDY AND FAREBOX RECOVERY

Operating costs for the Coast Daylight will be higher than "net" revenues (revenues less the Starlight revenue diversion charge). As a result, the Daylight will require a subsidy from the state and Amtrak. This subsidy will amount to about \$6.5 million for Year 1. This figure will decline over time, as revenues grow faster than operating costs and diversion charges.

First-year net revenue will cover about 45 percent of operating expenses. This ratio is known as the farebox recovery ratio, a standard measure of financial performance for publicly supported transportation services. This ratio will increase over time, as revenues grow faster than operating expenses and the revenue diversion charge; diversion charges escalate at 1 percent annually to account for slightly higher fares in Years 2 and 3. Farebox recovery for Year 3 reaches 52 percent. Farebox recovery ratios for the first three years of operations are shown in Table 5-5.

Table 5-5
Coast Daylight Farebox Recovery

	Year 1	Year 2	Year 2
Revenues	\$7,015,000	\$7,610,000	\$8,248,000
Diverted Revenues	1,550,000	1,565,500	1,581,155
Net Revenues	5,465,000	6,044,500	6,666,845
Operating Costs	12,012,500	12,466,250	12,923,500
Required Subsidy	6,547,500	6,421,750	6,256,655
Farebox Recovery	45%	48%	52%

COMPARISONS WITH OTHER STATE SPONSORED INTERCITY SERVICES

The Daylight's first-year 45 percent farebox recovery ratio compares favorably with other state-sponsored intercity services. Required subsidies and farebox recovery ratios for the state's three other intercity services in Fiscal Year 1998-99 appear in Table 5-6.

Table 5-6
Other State-Sponsored Services
Fiscal Year 1998-99 Financial Performance

	San Diegans	San Joaquins	Capitols
Revenue	\$16,401,625	\$16,496,457	\$6,939,702
Expense	40,391,845	37,269,835	22,343,914
Required Subsidy	23,990,220	20,773,378	15,404,212
Farebox Recovery	41%	44%	31%

It should be noted that expenses for these other services include expenses for connecting buses. While connecting buses eventually may be deployed for this service to link communities off the Coast Line, estimating the net costs was beyond the scope of this analysis. Bus costs are not included in the daylight cost data. It also should be noted that the required subsidy for each of these services is shared between the state and Amtrak. The state bears the majority of subsidies in all three services. The same would be true for the Daylight. For this analysis, it is assumed that Amtrak would pay for 10 percent of the difference between total revenues of \$7 million and operating costs of \$12 million, or about \$500,000 for Year 1. This 10 percent figure reflects contributions of "in kind" services and support, including advertising, marketing and general overhead items.

CAPITAL IMPROVEMENTS

Right-of-Way

It is assumed that no capital investments for facilities and the right-of-way will be required for the Daylight's start-up in October 2001. However, it is highly likely that the right-of-way owners or their representatives will look to the state for contributions to capacity enhancements

on the Coast Line in order to protect the capacity for their train services. This will mean that Caltrans may have to commit to improvements in subsequent years, subject to negotiation with SCRRA/Metrolink, UP, and PCJPB/Caltrain. These will result from ongoing negotiations, which are discussed in Chapter 5.

It is noted Caltrans and Amtrak have already planned and programmed three capital projects that will result in increased capacity on the Coast Line between Santa Barbara and San Luis Obispo. The projects will total \$12.1 million, and will be completed before 2004. The projects are:

- Extend two sidings between Ellwood (Goleta) to San Luis Obispo. Project total: \$9 million. Project time frame: 2000 – 2002. Project lead agency: Caltrans.
- Install a Centralized Traffic Control (CTC) control point at the San Luis Obispo Amtrak Station. Project total: \$1.1 million. Project time frame: 2001 – 2002. Project lead agency: Caltrans.
- Extend CTC from the north end to the south end of the double track section at San Luis Obispo. Project total: \$2 million. Project time frame: 2001 – 2003. Project lead agency: Amtrak.

In April, 2000, Governor Davis unveiled a proposed Traffic Congestion Relief Program (TCRP) that included significant funding for rail and transit projects. The program, enacted by the State Legislature in late June, will provide state funding for specifically listed projects. TCRP funding will need to be matched by other local, state, or federal funds. Several Caltrain projects are included in the program, including expansion of service to Gilroy and extension of service to Salinas, construction of passing tracks (third main line) at selected locations between San Francisco and Santa Clara, and grade separations on the Peninsula. The expanded service south of Tamien (San Jose) is likely to trigger some capacity improvements, and these in turn will facilitate operation of the Coast Daylight through the Caltrain service area. North of Santa Clara, Caltrain plans the third main track segments to allow operation of express service, and the Coast Daylight will be able to take advantage of this operating flexibility to avoid following slower “all-stops” commuter schedules.

Another major proposal contained in the TCRP will provide funding for construction of run-through tracks at the south end of Los Angeles Union Station, providing a second route for train access to and from the station to relieve congestion at the north throat. This project will benefit all rail operations at LAUS, and should facilitate timely operation of the northbound Daylight during the morning commute period.

Stations

No provisions in the financial analysis are included for new stations and platforms at Gilroy, Pajaro and King City. It is assumed that these stations will be constructed at the expense of the communities to be served.

It is further assumed that Caltrans will be responsible for improvements at the Caltrain San Francisco Depot that will accommodate Daylight passengers. This is because Caltrans is negotiating with Caltrain for the use of facilities there for existing intercity passenger services. Use of these facilities for the Daylight would be incremental to existing business to be relocated

from existing facilities in the Ferry Building near downtown San Francisco. No specific cost for the Daylight, therefore, is apportioned in this analysis.

Lastly, no capital expense is anticipated to accommodate the “overnighting” of the Daylight in the SF Depot yard. As noted, minor facilities may be needed for storage of spare parts, cleaning materials, and the like. Also, a connection will be needed to provide potable water. However, these facilities may be leased from Caltrain, and would therefore be part of operating costs.

EQUIPMENT COST

As discussed in Chapter 2, the equipment required for the two Daylight train sets include two diesel electric locomotives and 10 Surfliner bi-level cars. There are presently an additional two train sets (or 10 bi-level cars) proposed for the Surfliner service in the Governor’s FY 2000-01 budget; these cars would be added to a current order for nine Surfliner train sets to be delivered through summer 2001. It is assumed for this financial analysis that this equipment indeed will be allocated to the Coast Daylight. Also, it is assumed that two existing state-owned locomotives to power the trains will be deployed to the Daylight.

Chapter 4

ENVIRONMENTAL ISSUES

INTRODUCTION

In order to understand impacts to the environment that might result from the implementation of the Coast Daylight, the Coast Rail Coordinating Council (CRCC) initiated a Preliminary Environmental Assessment Report (PEAR). Specifically, the intent of the PEAR is to assess issues of potential concern predicated by the Coast Daylight implementation. The assessment would help guide the development of the project to avoid or minimize adverse effects to the environment. The PEAR has been prepared separate to this report. A summary of findings appears in this chapter, along with additional comments concerning the Gilroy, San Jose and San Francisco facilities.

During the preparation of the PEAR, no construction other than station platforms at Gilroy, Watsonville (Pajaro), and King City were assumed. Should negotiations between the right-way-owners – Caltrain between San Francisco and San Jose¹, Union Pacific Railroad (UP) between San Jose and Moorpark, and the Southern California Regional Railroad Authority (SCRRA) – and the train operator, Amtrak West, result in a agreement for specific capital improvements within the right-of-way itself, these would be the subject of additional environmental review.

CEQA COMPLIANCE

The California Environmental Quality Act (CEQA) guides the environmental requirements that must be met for project approval. The PEAR is an initial phase in the CEQA process. Caltrans is the designated Lead Agency for CEQA compliance for this project. Caltrans was notified of the PEAR effort for the Coast Daylight, and was offered the opportunity to participate.

CEQA Section 21080 (b)(11), CEQA Guidelines Section 15275, states that “a project for the increase of passenger or commuter services on rail right-of-way already in use, including the modernization of existing stations and parking facilities is statutorily exempt” from CEQA. The addition of two trains a day between Los Angeles and San Francisco (one train departing in the a.m. from Los Angeles, and one train departing in the a.m. from San Francisco) on the Caltrain, UP and SCRRA track (the Coast Line) would qualify under this exemption. Siting three intermediate station platforms at Gilroy, Watsonville (Pajaro), King City may also be interpreted to qualify under the exemption. Facilities outside of the existing rail right-of-way, such station structures and parking for cars and buses, would require environmental review.

In addition to CEQA, other state and federal environmental requirements for project approvals or permits may apply to aspects of the Implementation Plan, such as:

- State and Federal Clean Air Acts

¹ Assuming UP's intercity passenger train rights can be transferred to Caltrain and the PCJPB.

- Locomotive Emissions Standards for Diesel Locomotives (EPA 40 CFR Section 92)
- State and Federal Endangered Species Acts
- Section 404 of the Federal Clean Water Act (Wetlands)
- Section 1601 of the California Fish and Game Code (Streambed Alteration)
- California Coastal Act / Coastal Zone Management Act
- Governor's Executive Order W-26-92 (Heritage Resources)
- Section 106 of the National Preservation Act (Cultural Resources)
- Advisory Council on Historic Preservation "Protection of Historic Properties" 36 CFR 800
- Caltrans Hazardous Waste Policies
- Noise Emission Standards for Transportation Equipment (40 CFR Section 201)

The focus of the PEAR effort was on discussing the potential environmental issues at locations for new platforms within the railroad right-of-way (King City, Pajaro and Gilroy) and new uses of existing facilities (use of the Caltrain San Francisco facility for cleaning and servicing) in terms of CEQA requirements.

KING CITY PLATFORM AND STATION

A new station is proposed for King City in Monterey County. The site for the station has not yet been identified, and would be selected in consultation with the local planning agencies. Generally, the station would be in the vicinity of the built-up commercial-industrial area of King City along the existing rail right-of-way between Railroad Avenue and 1st Street.

The station platform would be no less than 12 feet wide and 800 feet long, and would be a concrete platform constructed within the existing right of way at a level 8 inches above the top of the main line rail. The platform would be handicapped accessible. It would include a canopy or shelter from sun and inclement weather, and a public telephone.

The station structure would not include a station agent, or ticketing. The station would include signage with the name "Amtrak" and "King City", and schedule information would be posted in a well-lighted location on the platform. Adjacent parking for about 15 to 25 automobiles would be provided. The parking lot will be lighted and will provide space for a designated bus stop.

PAJARO PLATFORM AND STATION

A Project Study Report (PSR) was developed in 1997 for the Pajaro Valley Station by the City of Watsonville, in cooperation with the County of Monterey, the Transportation Agency for Monterey County (TAMC), and the Santa Cruz County Regional Transportation Commission. The PSR's focus was on the modernization of existing station platforms and parking facilities at Watsonville Junction, creating the Pajaro Valley Station.

The project site is located on the UP right-of-way in a triangular-shaped rail yard formed on the west by Salinas Road, on the north by Railroad Avenue, and on the east by Lewis Road. The triangle results from the junction of the north and south accesses from the UP Coast Line to the Santa Cruz branch line. The Coast Line is a double track main line. At Pajaro, it is on a 2,400-foot radius adjacent to the eastern boundary of the station site.

The site contains an inactive former Southern Pacific (SP) passenger depot built in 1948. The building is a dilapidated 7,600-square-foot single-story wood/stucco structure with a 30-foot-long asphalt platform serving the Santa Cruz branch line. No platform is provided for the Coast Line double track. A platform, originally between the main line tracks, has been removed.

The site also contains a dilapidated 40,000-square-foot asphalt concrete parking area, a small wood-frame building, several small prefabricated metal storage sheds, and a storage yard enclosed by a chain link fence.

One platform concept cited in the Pajaro station PSR is a platform to serve main line trains – including the Starlight, proposed service to Monterey, and the proposed Daylight. It would be an 800-foot-long concrete passenger platform between the existing double tracks. The platform would have two shelters, lighting, a public telephone, a display for schedule information and a concrete walkway (10 feet wide, to top of rail) connecting the center platform with a separate Santa Cruz branch line platform and parking area.

From observations made as part of the PEAR, it appears that the width currently available for the center platform may not be sufficient for all the numerous amenities cited in the PSR. Provision of sufficient width could require one of the two mainline tracks to be shifted to accommodate the new platform.

GILROY PLATFORM

An Amtrak passenger platform is proposed for the station area used by Caltrain, located east of Monterey Road between 7th and 9th Streets in Gilroy. The Amtrak platform could be located east of the existing Caltrain platform and storage tracks, and within the UP's Coast Line right-of-way.

An alternative plan for the Gilroy station stop could use the current Caltrain passenger platform, which is closer and more convenient to the station building. However, this would require revisions to the Caltrain storage tracks to provide added train storage capacity that does not use the track adjacent to the Caltrain platform for overnight train storage. Caltrain is examining its Gilroy requirements as part of a plan to increase the number of trains it operates to Gilroy, and ultimately perhaps beyond Gilroy to Salinas and/or Hollister. The four Caltrain storage tracks at Gilroy are stub-end tracks that accommodate one train set each. The most westerly track is adjacent to the Caltrain platform. For through service by either Caltrain or the Daylight, that westerly track would need to be extended south within the UP right-of-way, and connected to the Coast Line main line south of the station. The potential to use this alternative for service start-up in late 2001 will depend on Caltrain service expansion plans that are indefinite at this time. Any

environmental concerns related to future revision of the track layout at Gilroy will be addressed in conjunction with Caltrain service plans.

SAN JOSE

The Coast Daylight will use the San Jose Diridon Station currently used by Caltrain and Altamont Commuter Express (ACE)² commuter service and by Amtrak's Capitol and Coast Starlight trains. The station has five passenger tracks served by three platforms, and has the capacity to serve additional trains. Most Caltrain schedules provide through service continuing south to Caltrain's Tamien Station, and they make only a brief stop at San Jose Diridon. The Coast Daylight similarly would stop only briefly enroute through the station, and could use any available track. The train most likely would use Track 1, closest to the station building. Track 1 is the track normally used by the Coast Starlight and ACE commute trains.

SAN FRANCISCO

As the operator of the Caltrans-sponsored Coast Daylight, Amtrak would lease yard space and track from Caltrain in the existing San Francisco station area located at 4th and Townsend Streets, where the Coast Daylight would "overnight" prior to its return trip to Los Angeles the following morning. The train would receive servicing in the yard: fueling of the engine and cleaning of interiors and windows. Fuel for the locomotives could be trucked to the site and pumped into locomotive tanks, as is currently done to fuel Caltrain locomotives. Sanitary waste from passenger cars would be pumped into trucks for disposal off-site.

Required facilities in San Francisco would include a small storage shed (40 feet by 8.5 feet by 9 feet high) for spare parts, an office to sell tickets and store baggage, and a potable water hook-up. Head-end power (electrical hook-up) already exists in the yard where the Daylight would overnight.

CULTURAL RESOURCE STUDY REQUIREMENTS

In accordance with 36 CFR 800.4 and Caltrans Guidance for Consultants "Procedures for the Protection of Historic Properties, Section 106 Process" (August 1988) and the Secretary of Interior's "Standards and Guidelines for Archeology and Historic Preservation", a records search and inventory of historic and archeological resources will be required for the proposed station areas once the locations are defined through consultation with the local agencies.

No such search was performed for the PEAR. This is because precise locations for platforms at Gilroy, Pajaro, and King City have yet to be determined. Also, in Pajaro, this work should be performed irrespective of the Daylight. This is because the platform was originally envisioned for San Francisco – Monterey service planned by TAMC. A Pajaro investigation, therefore, is premature for the Coast Daylight Implementation Plan.

² ACE operates weekday commuter trains between Stockton and San Jose. This service occurs during peak commute hours, with no mid-day service.

In any case, because the proposed station platforms would be within the existing rail right-of-way, in areas already disturbed, it is unlikely that archeological resources will be identified. If historic or prehistoric resources are identified within 100 feet of the rail right-of-way, further analysis and site investigation would be required and an Archaeological Survey Report may be necessary to document the importance of resources and potential effects of platform construction.

Both the Gilroy and San Francisco station areas have been previously surveyed and documented in an Archaeological Survey Report for Caltrain (Archaeological / Historical Consultants, September 1997). No archaeological sites on historic property lists or registers were identified in the Area of Potential Effect.

Buildings dated in 1948 were identified in the PSR completed for the Pajaro Valley Station (City of Watsonville, 1997). These buildings include the inactive former SP passenger depot, a small wood-frame building and some metal storage sheds. This site will require preparation of a Historic Architectural Survey Report to document and evaluate the historic resources in the project area.

The findings of the Archaeological Survey Report and the Historic Architectural Survey Report would be documented in an Historic Property Survey Report that would be submitted to Caltrans for review prior to submittal to the State Historic Preservation Officer (SHPO). A concurrence with the findings by the SHPO is necessary prior to project approval.

BIOLOGICAL RESOURCES STUDY REQUIREMENTS

A records search of the California Department of Fish and Game's "Natural Diversity Data Base" was conducted for the PEAR for the general locations for new stations in King City and Watsonville (Pajaro).

For King City, the records search showed four federally listed Species of Concern in the King City area (Southwestern Pond Turtle, Recurved Larkspur, Pale-Yellow Layia, and Hooked Popcorn-Flower), one state listed Threatened species (Bank Swallow), and one federally listed Endangered Species and state listed Threatened Species (San Joaquin Kit Fox).

The database identified 76 Species of Concern in the Watsonville area. These include the recently listed Threatened California Red-Legged Frog. The proposed site for the Watsonville station is about two and a half miles north of the Elkhorn Slough, and one mile south of the Pajaro River – a habitat for many shore birds and wildlife. The freight yard at the Watsonville Junction is a disturbed (cleared of vegetation) site surrounded by agricultural land.

Because of the sensitivity of biological resources in the area surrounding the proposed King City and Pajaro station sites, a biological field investigation is recommended after the precise locations for the station platforms have been determined. This would provide information useful to defining constraints for the final design phase that will avoid any potential habitat areas during platform construction.

NOISE STUDY REQUIREMENTS

The noise associated with the operation of trains and locomotives is regulated by the federal standards and by local ordinances. Maximum noise standards for idling and operation of rail and locomotives are published by the Environmental Protection Agency (EPA) to govern the manufacture or rebuilding of rolling stock (the A-weighted sound levels, measured in decibels or dB, range between 70 dB at idle and 93 dB for moving trains). Train horns, which are used as warning devices at grade crossings, are another noise source associated with the operation of trains. The Federal Railroad Administration (FRA) requires that horns sound at a minimum of 96 dB, when measured at 100 feet, to ensure safety at crossings.

The addition of one train in each direction along the Coast Line between San Francisco and Los Angeles would add a cumulative noise source. This would not be a significant impact.

HAZARDOUS MATERIALS STUDY REQUIREMENTS

California's hazardous substances statutes and regulations are contained in the Health and Safety Code (HSC) Section 25130 et seq. and Title 22 of the California Code of Regulations (CCR). Title 22 CCR is administered by the Department of Toxic Substance Control (DTSC). In addition, worker protection regulations are encoded in Title 8 CCR and administered by Cal OSHA. Construction of the new station facilities would need to meet the federal and state and local regulations for hazardous substances and materials.

An Initial Site Assessment (ISA) to determine the presence of Hazardous Materials within the area described for the new passenger platforms should be conducted prior to project approval. At a minimum, the ISA should include a review of local records regarding known hazardous wastes in the immediate area, a review of Sanborn Fire Insurance maps and aerial photographs, and a visual inspection of the site.

If the ISA indicates that hazardous waste may be present, a Preliminary Site Investigation (PSI) should be conducted to confirm or deny its presence. The PSI would include sampling of the soil within the area of potential contamination. A detailed work plan describing how the applicable regulations would be met would be prepared.

LAND USE, VISUAL RESOURCES, GROWTH INDUCEMENT STUDY REQUIREMENTS

The new station platforms at King City, Watsonville, and Gilroy are all within existing rail right-of-way and appear to be consistent with surrounding land use, as is the Daylight's use of the San Francisco Caltrain rail yard for nightly storage and serving. The proposed facilities at King City, Gilroy and Watsonville would improve the visual qualities of the station areas by adding new facilities (shelter, displays, signage) and lighting. The planned platforms are to serve existing populations and would not induce growth.

TRAFFIC AND PARKING STUDY REQUIREMENTS

Access and parking for the existing Gilroy and San Francisco stations would remain unchanged for the Coast Daylight. Access to the King City Station would be from 1st Street or Railroad Street. The location for parking at this station has not been defined and would be planned with input from local agencies. Access to the Pajaro Station in Watsonville would be from Salinas Road to the existing unimproved parking area. No traffic or parking impacts would result from the planned platforms.

An increase in the number of trains operating on the Coast Line will potentially cause added delay to vehicle and pedestrian traffic at grade crossings. As there will be only two short (five-car) Daylights daily, the incremental increase in vehicle and pedestrian delay will be comparatively minor.

CONCLUSION AND RECOMMENDATIONS

Site-specific studies are recommended for both the King City and Pajaro Stations that would focus on cultural (archaeology and historic property) resources, biological resources and hazardous materials/substances in the area to be disturbed for the new passenger platforms. At Pajaro it is anticipated that the study will be conducted irrespective of the Coast Daylight, since the station was originally envisioned for use by the proposed San Francisco – Monterey service.

If no potential impacts are identified, the planned improvements would qualify for a Statutory Exemption under CEQA as long as the improvements remain in the existing rail right-of-way. If improvements extend outside of the right-of-way, an Initial Study/Negative Declaration would be the next level of environmental documentation required for the Implementation Plan. It is estimated that these studies and documentation would take six to eight months.

Improvements at Pajaro and King City should pose no obstacle for starting the Coast Daylight operations on October 1, 2001. Should site-specific studies and improvements at Pajaro and King City not be completed by that date, the service could bypass these stations until the work is done.

Chapter 5

OPERATING AGREEMENTS

INTRODUCTION

The stated goal of the CRCC is to initiate the Coast Daylight service in the fall of 2001. Given the number of parties involved that have to come to common agreement to provide this service, this is a tight, but attainable goal. This chapter outlines the various agreements that will be required, and the general content of each agreement. The precise language of each agreement will be negotiated by the parties involved, working from the information presented in this report.

It is noted that Caltrans has requested Amtrak to begin negotiations for the Coast Daylight with the right-of-way owners or their representatives – Peninsula Corridor Joint Powers Board (PCJPB), the Union Pacific Railroad (UP), and the Southern California Regional Rail Authority (SCRRA) – and that these negotiations are ongoing.

CALTRANS

With completion of this implementation plan, the lead in planning and implementing the service will pass to the Caltrans Rail Program.

The primary Caltrans role is to provide annual operating support for the service, and capital funding for any track or facility improvements necessary to support the service. Caltrans also will provide continuing management and oversight for this state-funded service. Caltrans will be the funding agency, and will need to request operating funding in the 2001-2002 state budget. Caltrans also will be required to amend current agreements or enter into new agreements with Amtrak covering provision of the service. Since the Rail Program already has such agreements with Amtrak for other California corridors, the models and procedures already are established and there should be no need to “break new ground” to come to understandings concerning operation of the Coast Daylight. This implementation plan provides the basic projected financial data necessary to develop an operating agreement.

The second area of Caltrans responsibility is provision of equipment¹. If it is determined the Surfliner equipment pool (assuming approval of the two sets requested by the Governor) is sufficient to meet both Surfliner corridor and Coast Daylight needs, Caltrans will need to agree to use of the Surfliners for the Daylight service. If the determination is otherwise, or the equipment is not included in the 2000-2001 adopted budget, then Caltrans will need to explore funding for upgrading existing Amtrak cars to a level suitable for the new service. For its part,

¹ State supported corridor service operated by Amtrak may operate with Amtrak-owned equipment, or with state-owned cars and engines, or a combination of these. When Amtrak-owned equipment is used, the funding agreements typically provide that a lease fee, depreciation payment, or some similar type of charge for equipment use is paid by the state. When a state provides its own equipment, the operating costs exclude the equipment charges because the state assumes the responsibility. California corridors currently operate with both Amtrak and California-owned equipment.

Amtrak will need to commit to provision of sufficient Horizon² cars for the service, and negotiate a cooperative agreement with Caltrans covering the costs of upgrading the cars to a level commensurate with introduction of a new service.

Caltrans and Amtrak also likely will have to come to terms on locomotive power, as the start-up date and lead time for manufacturing preclude a Caltrans order for new locomotives.

AMTRAK

In addition to reaching agreement with Caltrans on funding and management issues, Amtrak has the statutory responsibility for negotiating operating agreements with the owners of the track over which the Coast Daylight will operate. Caltrans will need to be a “silent partner” to the railroad agreements, since Caltrans is the primary funding partner for the service. As noted, Amtrak has begun negotiations with the track owners for the Coast Daylight at Caltrans’ request. The three track owners are:

- Peninsula Corridor Joint Powers Board (PCJPB) which operates Caltrain on its track between San Francisco and San Jose;
- Union Pacific Railroad (UP), which operates freight service on its track between San Jose and Moorpark; and
- The Southern California Regional Rail Authority (SCRRA), which operates Metrolink on its track between Moorpark and Los Angeles.

Internally, Amtrak will need to plan for operating crews, maintenance base support, and on-board and station staffing necessary to operate the service.

Federal statutes establish Amtrak’s rights to operate over the tracks of private railroads and publicly owned commuter systems to provide intercity passenger service. The actual operation of trains by Amtrak is governed by detailed operating agreements that set forth the terms and conditions of operation, including payment of fees for track use and services provided by the railroads.

Amtrak’s operating agreements vary from carrier to carrier in their specific content, but they contain the following types of provisions:

- Negotiated schedules and running times for each train.
- Allowable train lengths and consists (train make-up, including number of engines, number of cars, power ratios, etc.).
- Permission to use railroad-owned facilities for passenger platforms, ticket and baggage facilities, customer parking; train maintenance and servicing, train storage, and other passenger-related functions.

² Horizon cars are one of several types of equipment currently used by Amtrak in San Diegan service. They are scheduled to be replaced by new Surfliner equipment in 2000 and 2001. Unless a sufficient number of these cars are held in reserve for Coast Daylight service, there is a risk they may be reassigned to corridor services in the Chicago area, where other Horizon cars already are in use.

- Shared use of railroad services, such as dispatching, fueling, emergency services, and railroad operating crews.
- Training and qualification of Amtrak operating crews over the host railroad.
- Provisions governing operation of delayed trains or trains re-routed due to emergencies.
- Compensation provisions, including base payments and performance incentive payments.

PENINSULA CORRIDOR JOINT POWERS BOARD (CALTRAIN)

Amtrak and the PCJPB need to negotiate an agreement covering details of the Coast Daylight operation between San Jose and San Francisco. The agreement needs to specify the terms under which the train will operate, including use of Caltrain facilities by Amtrak. The agreement should cover station use, servicing and overnight parking in San Francisco, and operating crew provisions (i.e. operation north of San Jose by Amtrak or Caltrain train crews). The basis for payments to Caltrain for track use and support services should be specified. The agreement should provide a procedure for making adjustments once service has begun. Finally, the agreement may need acquiescence of Union Pacific, as UP holds the right to operate intercity passenger service on the San Francisco Peninsula. The right was a condition of the former SP's sale of the line to PCJPB.

During the development of this implementation plan, informal discussions were held with Caltrain staff. No "fatal flaws" were evident from these discussions that would preclude use of Caltrain facilities for the Daylight. The most important facility for the Daylight is the San Francisco Depot. An inspection of the facility revealed that most of the facilities already exist that could be utilized by the Daylight. These include:

- Head-end power.
- Yard space for overnight storage and servicing.
- Space for a ticket sales, baggage storage, and passenger waiting.
- Space for a storage shed for maintenance supplies and parts.
- Access roads to yard tracks for cleaning, servicing and fueling.

Provisions for potable water would be required, however. Additionally, while the current Caltrain station is not sufficient to handle station functions for Coast Daylight service, there appears to be an area on the north side of the station adjoining Track 1 that could be used by Amtrak for station facilities, either in a temporary or small permanent building.

UNION PACIFIC

Amtrak currently operates the Coast Starlight over the Coast Line under terms of an expired agreement between Amtrak and SP. A new operating agreement is being negotiated and is likely to be effective soon. The agreement will need to be amended to cover operation of the Coast Daylight between San Jose and Moorpark. The agreement will need to cover all the points listed

on page 5-2, and any additional matters that Amtrak and UP determine are necessary to facilitate train operation.

Conditions that UP may request as prerequisites to operating the Coast Daylight are unknown at this time. It is known that freight traffic over the Coast Line currently is light, but that UP's long term plans for use of the line could include expanded freight traffic. UP may require selected track improvements funded by Amtrak or the State of California to protect capacity for added service, but it may also be willing to delay construction of the improvements until such time as funding is identified, or for a fixed period after service introduction. The primary types of improvements that protect the railroad's ability to handle additional freight trains include improved signal systems to create greater flexibility in train operations, and sidings of sufficient length and spacing to provide for meets between opposing trains, or for faster passenger trains to overtake freight trains without undue delay to the freight operations.

SOUTHERN CALIFORNIA REGIONAL RAIL AUTHORITY (METROLINK)

Amtrak has a current agreement with SCRRA covering operation of Amtrak trains including the Surfliners and the Coast Starlight, between Moorpark and Los Angeles. The agreement may need to be amended to cover operation of the Coast Daylight, which will represent an additional daily frequency over the Metrolink portion of the route. The agreement may also include details of Coast Daylight use of Los Angeles Union Station (LAUS), as SCRRA controls railroad operations there.

During the development of the Coast Daylight Implementation Plan, Metrolink officials have expressed their concern regarding a northbound departure from Los Angeles Union Station during the peak morning period. Metrolink was concerned specifically that capacity may not exist at the station or on the main line to accommodate the Daylight at this time, without substantial investment. The preliminary analysis conducted as part of this study determined adequate track capacity may exist for an approximate 8:00 AM northbound Daylight departure. However, additional analysis will be necessary in close coordination with Metrolink and Amtrak to address existing and projected operations for commuter rail and other planned intercity trains, to ensure no degradation of service levels. The proposed schedule will require a minute by minute assessment of all trains expected to operate on the line in October 2001, especially during the peak times. This level of detail is not possible at this time. Clearly, there are times available outside of the peak periods that might accommodate the Daylight without requiring a new siding or double tracking, but these "windows" are not optimal for a Los Angeles-San Francisco connection.

LOCAL AGENCIES

Agreements may be necessary between Caltrans, Amtrak, and local communities with respect to use of stations or parking facilities where the stations are locally owned. These potential agreements will need to be explored within each community, and particularly for each station not currently served by Amtrak intercity trains (San Francisco, Millbrae, Palo Alto, Mountain View, Santa Clara, Gilroy, Pajaro, and King City).

Chapter 6

PUBLIC INPUT

INTRODUCTION

During the spring of 2000, consultants for the Coast Rail Coordinating Council (CRCC) made numerous presentations to transportation agencies representing communities to be served by the proposed Coast Daylight. The consultants also presented to the City Council of Solvang, at the request of Solvang's Mayor. The agencies and Solvang in turn offered various comments and posed numerous questions regarding the service. In brief, the comments and questions appear below. Responses appear *in italic*.

In addition to receiving various comments and questions, the Daylight project obtained a vote of support from the Santa Cruz County Regional Transportation Commission (SCCRTC). At the conclusion of the presentation, the SCCRTC passed a resolution of support for the Coast Daylight. The resolution will be included a request for funding in the Fiscal Year 2001-02 State Budget for intercity passenger rail service. The San Luis Obispo Council of Governments (SLOCOG) likewise passed a resolution for conceptual support of the Daylight.

PUBLIC INPUT

Santa Barbara County Association of Governments (SBCAG), May 18

- Additional passenger service on the Coast Line will exacerbate existing pedestrian and vehicle access conflicts with trains. *As the service will run two short trains per day, the incremental increases in delays to vehicular and pedestrian traffic would appear to be a minor potential consequence.*
- The service should work with local transit operators to assure access to the Daylight in areas not served by a Daylight station stop. An example of an area that would benefit from an integration of transit services with the Daylight is the Santa Ynez Valley and the communities of Buellton, Solvang and Lompoc. *Transit integration was noted in Chapter 2.*
- Run times between Gualalupe and Santa Barbara appear lengthy compared to driving times. *This is because the Daylight follows a more circuitous and winding route along the Pacific coast that restricts speeds.*
- The purpose of the Daylight needs greater clarification. A “purpose” section was added in Chapter 2.
- There is a comparatively high number of station stops on the San Francisco Peninsula and in the metropolitan Los Angeles area. *On the Peninsula, these stops result from the Daylight following commuter trains, which restrict train speeds. Since the Daylight cannot go faster than the trains it follows, it has the time to stop at more stations. The San Fernando Valley stops are warranted by the high population of the station service areas.*

- A gourmet box lunch appears inadequate for a longer distance train, and a higher level of food service should be recommended. *Gourmet box lunches have precedents in other Amtrak services. They have been developed to provide a higher quality service than is typically available at snack bars on services like Surfliners and Capitols.*

Transportation Agency of Monterey County (TAMC), May 24

- Mayor Gary Grebrandt of Soledad insisted that the proposed King City station stop be changed to Soledad. *The potential for a station stop at Soledad was noted in Chapter 2.*

Santa Cruz County Regional Transportation Commission (SCCRTC), June 1

- Are the Surfliner cars compliant with the standards set forth in the Americans with Disabilities Act (ADA)? *The cars are ADA compliant.*
- How is wheel chair access accomplished on a Surfliner? *A “throw ramp” is located near the low-floor double doors. The car attendant throws the ramp from the car to the station platform, and pushes the wheel chair aboard up a slight incline.*
- Where would passengers be traveling? *A description of the top six markets for the Daylight appears in Chapter 3.*
- How were Amtrak’s ridership and revenue figures developed? *As noted in Chapter 3, Amtrak utilized two modeling methodologies to estimate ridership and revenues. The figures appearing in Chapter 3 were derived from modeling performed by the U.S. Department of Transportation’s Volpe National Transportation Systems Center.*
- How much would Daylight fares be? *An average fare (accounting for cash fares, tickets sold at discounts, and revenues shared with other Amtrak connecting services) for a trip between San Francisco and Los Angeles would be about \$50. The average fare for all trips would be about \$30.*
- Will the Daylight divert riders from the Caltrain commuter rail service? *In all likelihood, the Daylight would not divert commuter rail service riders between points served by both the Daylight and Caltrain. This is because Daylight fares would be priced higher than commuter fares for the same distance, and thereby would provide a disincentive for riders who regularly use commuter rail service.*
- When will the Pajaro Station be built? *This is unknown. However, when built, the station will be used by the Daylight, a proposed San Francisco – Monterey intercity service, and by a proposed Caltrain commuter train extension to Salinas. A meeting was planned for June 12 with the Monterey County Redevelopment Agency, the Transportation Agency for Monterey County, SCCRTC and the City of Watsonville to resolve some outstanding station development issues.*
- Who will bear the environmental clearance costs for the Pajaro Station? *Typically, the organization that is advancing the project would be responsible for construction costs, including environmental clearance.*

- Is there a height standard for platforms for intercity rail passenger services? *The Caltrans Rail Program standard is eight inches above the top of the rail.*
- Why are there so many stops on the San Francisco Peninsula? *This question was answered in the preceding section.*
- What is the relationship between the Coast Daylight and the California High Speed Rail (CHSR) Project? *There is no direct relationship. The CHSR Project is a long-term plan for very high speed service following a San Joaquin Valley route. The Daylight is a near-term project to serve immediate transportation needs via the Coast Line.*

Following these questions, SCCRTC unanimously approved a resolution of support for the implementation of the Coast Daylight as described in the Coast Daylight Implementation Plan. The resolution included a request of state legislators and the Governor to provide funding for the service in Fiscal Year 2001-02.

Lastly, SCCRTC directed the agency's staff to assist in expediting the Pajaro Station development.

Ventura County Transportation Commission (VCTC), June 2

- Where would passengers be traveling? *This question of rider origins and destinations was answered in a preceding section.*
- What are typical fares? *This question was answered in a preceding section.*
- How many stations would there be in Ventura County? *Simi Valley and Oxnard would be the Daylight station stops in Ventura County.*

San Luis Obispo Council of Governments (SLOCOG), June 7

- A morning departure from San Luis Obispo for San Francisco and for the Capitol Corridor service in San Jose (for continuance to Sacramento) should be recommended. *Caltrans earlier had articulated a position that a Coast train should begin and end its journey in the major Northern and Southern California markets exclusively. Given Caltrans position, a morning departure northbound from San Luis Obispo would be unworkable. It should be noted, however, that incremental improvements are bridging the gap in rail service north of San Luis Obispo. First and foremost, there is the future Coast Daylight. Additionally, funding has been proposed for future Caltrain service to and from Salinas. Lastly, a second Coast Daylight has been envisioned for the 2010 time frame.*
- The Coast Daylight's proposed schedule is less than two hours ahead of the Coast Starlight's schedule. A greater time differential between the two schedules would be preferable. *The development of the Daylight's schedule was constrained by various factors, but primarily by commuter train schedules. The southbound Daylight will essentially be taking the "slot" of Surfliner 784, and therefore must depart Santa Barbara around 4 p.m. in order to avoid conflicts with outbound Metrolink trains. Similarly, the Daylight must reach San Jose around 6 p.m. to avoid conflicts with southbound Caltrain commuter trains. Also, it was assumed that the Starlight schedule*

would remain “as is” in October 2001. To schedule the Daylight with a greater time spread from the Starlight would force the Daylight into either undesirable early departures or undesirable late arrivals.

As noted above, SLOCOG passed a resolution of conceptual support for the Coast Daylight. SLOCOG also requested the CRCC to progress the plan toward full implementation.

City Council of Solvang, June 12

- *What are the connections to San Diego? There is later Surfliner train departing Los Angeles southbound for San Diego after the Daylight arrives in Los Angeles. This is train 586 on weekdays at 9:50 p.m.; and 786 on weekends also at 9:50 p.m. There is an Amtrak Thruway bus departing Los Angeles for San Diego at 9:55 p.m. as well. There is no northbound connection from San Diego for the Daylight’s 7:50 a.m. departure from Los Angeles. However, Caltrans is planning additional service between San Diego and Los Angeles. These additions may provide a northbound connection.*
- *Why are no capacity improvements planned to initiate the Daylight service? This plan’s assumption was that the UP and other right-of-way owners, Caltrain and Metrolink, would allow the Daylight to start operations by October 2001 as long as Caltrans guarantees to build in capacity at a later date. This scenario has precedent – both on the Capitol Corridor and on the San Joaquin Corridor. According to Caltrans, a fourth round trip Capitol train began following an agreement between Caltrans and the UP; no capital improvements specific to this train were put in place prior to start-up in February 2000. Also, a fifth San Joaquin (this train operating between Stockton and Sacramento) began without any capital improvements. Start-up followed a formal agreement between Caltrans and UP that specified improvements needed at a later date for both this train and a sixth San Joaquin on the same route segment. The assumption of no capital improvements was necessary, given the start-up date of October 2001. For practical purposes, major capital improvements for capacity would take substantial time to fund and complete.*

Mayor Ed Andrisek urged members in the audience to voice their opinions to Santa Barbara County transportation planners if they want the Daylight to stop at Surf. The Mayor said that 85 percent of Solvang’s revenue comes from tourism, and a train stopping at Surf could help in bringing tourists to Solvang from San Francisco and Los Angeles. As noted earlier, stops are currently planned for Guadalupe, about 30 minutes north of Solvang by car, and Santa Barbara, about 45 minutes to the south by car. Driving time from Solvang to Surf is about 30 minutes.

An audience member said that UP must give passenger trains priority before the schedule can be viable. As information, UP is required to give passenger trains priority. However, as a practical matter, passenger trains can be delayed by freight trains.

Chapter 7

RECOMMENDATION AND NEXT STEPS

RECOMMENDATION

At this point, there appear to be no fatal flaws with regard to the stated goal of the Coast Rail Coordinating Council: a start-up of the Daylight by late 2001. However, the shortness of the timeline is striking. Much remains to be done in a time span of less than a year and a half.

To help get the train started by the target date, it is recommended that the CRCC endorse a policy calling for quick action on three critical path items. These include securing Surfliner rolling stock, securing funding and completing negotiations on operating agreements with the right-of-way owners. The accomplishment of all these tasks, and many others, rests on Caltrans' shoulders, as is appropriate for the Coast Daylight will be a state-sponsored train. However, other entities have work to do as well.

Amtrak also will have a key role, as it is the agency that will forge the operating agreements with the track owners. Finalizing these agreements is perhaps the major challenge for a start-up by October 2001. Amtrak is pursuing the agreements under the guidance of Caltrans, the service sponsor.

Finally, the CRCC has a role in helping Caltrans securing both equipment and funding. This role could include drawing on support from legislators in Sacramento to intercede on the CRCC's behalf with both the Governor's office and other legislators on these issues.

Secure Equipment and Funding

To his point, Surfliner equipment has not been secured for the service, nor has any other equipment. Securing the rolling stock is a role that Caltrans, as the funding agency, is most appropriate to fulfill. It is noted that Caltrans has included an operating subsidy for the Daylight in its multi-year fund estimate. Also, Caltrans has proposed that funds for operations of the Coast Daylight appear in the Fiscal Year 2001-02 State Budget to permit full implementation of the Daylight by October 2001¹; the proposal does not include funds for capital improvements. Caltrans needs to secure these funds for the upcoming budget cycle encompassing the Coast Daylight start-up and for subsequent years as well.

Negotiate Operating Agreements

It is reasonable to say that finalizing operating agreements is the most significant challenge to an October 2001 start-up. If Amtrak and Caltrans on the one hand and the railroads (commuter and freight) on the others are far apart on fundamental issues, a late 2001 Daylight implementation will be difficult to realize. This role belongs jointly to Amtrak and Caltrans. Caltrans has

¹ The Caltrans proposal for \$8 million was based on a required subsidy estimate provided by Amtrak, for which Horizon equipment leased from Amtrak had been assumed. This figure would be sufficient to cover the estimated \$6.5 million required subsidy based on an assumption of Surfliner equipment.

already authorized Amtrak to commence negotiations with the right-of-way owners and/or beneficial users – Caltrain for San Francisco to San Jose, UP for San Jose to Moorpark, and SCRRA for Moorpark to Los Angeles. These negotiations are ongoing.

Lobby Effort to Maintain Urgency

As the initiator of this project, CRCC is the most appropriate entity to fulfill this essential role. The role is essential because of the strikingly short timeline for the project. The CRCC's efforts should focus on helping Caltrans secure Surfliner equipment and funding – critical path elements needed to allow the Coast Daylight's implementation in less than a year and a half. The lobby effort could include the participation of the CRCC legislative representation in Sacramento working with the Governor's office and other legislators on these issues. Included in the lobbying effort might be the individual communities that will benefit directly from Coast Daylight service but which have not to date participated in planning efforts.

NEXT STEPS

At the conclusion of this study, the CRCC should present this report to Caltrans and urge the agency to pursue all efforts needed to implement the Coast Daylight by October 2001. At the same time, the CRCC, working with its legislative delegation in Sacramento, should lobby the Governor's office and other legislators in an aggressive effort to secure both funding and Surfliner equipment for the Daylight. These actions will highlight the sense of urgency which the realization of the October 2001 target start-date requires.

Alternative

Even with the best efforts of all stakeholders (Caltrans, the railroads, CRCC and individual communities to be served), it is possible that start-up of Coast Daylight could be delayed. At the same time, it should be recognized that the Coast Daylight implementation is a worthy goal that should be pursued, regardless of the challenges involved. It represents a new service, of particular benefit to communities north of Santa Barbara, where intercity rail service is either non-existent or far more limited than service south of Santa Barbara. Also, for the first time in almost 30 years, it will link the two major commercial and cultural centers in California – San Francisco and Los Angeles – with intercity passenger rail service having convenient departure and arrival times. Therefore, all stakeholders should persist in their efforts to implement the service at the soonest possible date.